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Canada

International Seminar on Higher Education
and the Flow of Foreign Students

Canadian Programs and Policies Affecting International Students

Background Report on Canada

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I. Inventory of programs for foreign students

A. Types of programs

i. Institutional level

Support within institutions for foreign students takes the form of information and counselling services provided through the foreign student adviser's office and student counselling services; financial assistance for graduate students serving as teaching or research assistants; financial assistance for unforeseen emergencies; scholarships or tuition waivers, especially at the graduate level; and funds for foreign student groups and associations recognized by the institution's Student Representative Council.

The bulk of financial assistance stems in large part from external funds provided by such government agencies as the Natural Sciences and Engineering Research Council (NESRC) and the Social Sciences and Humanities Research Council (SSHRC), for teaching and research assistantships and fellowships, and the Canadian International Development Agency (CIDA) and the International Development Research Centre (IDRC) for scholarships and training in the context of Official Development Assistance.

The Association of Universities and Colleges of Canada (AUCC) maintains the Canadian University International Exchange Agreement (CUIEA) database with funds provided by the Department of External Affairs. The CUIEA records over 2 000 international exchange agreements. Many of these provide for the exchange of graduate students and some also involve field studies abroad by any student.

Most institutions have an administrative staff person responsible for collecting information on study abroad, and in 1989 a Queen's University data-base on international higher education exchange was transferred to the Canadian Bureau for International Education (CBIE). Support for study abroad includes the provision of information and contacts concerning available opportunities; little if any financial assistance exists.

Over 40 universities have offices or units responsible for coordinating or administering international activities, which include student exchanges (Tillman 1989b); while most of the 88 universities which are members of the Association of Universities and Colleges of Canada (AUCC) also have a foreign student adviser.

According to a 1987 membership survey by the CBIE to which 55 of 100 institutions responded, post-secondary institutions attempt to offer a basic range of technical services to foreign students, including reception and orientation programs, and counselling on academic, immigration, financial assistance, housing, health care and personal matters. The survey does not make clear to what degree these services are designed specifically to meet foreign student needs.

ii. Provincial government level

In 1987, the Government of Ontario established a C$ 5 million fund to reduce the tuition fees charged to 1 000 highly qualified international graduate students to the level paid by domestic students. It also restored the right of international students to claim Ontario property and sales tax credits on their income tax returns.

In addition, Ontario modified the criteria for exemption from differential fees payment to exempt the following categories:

1. International students who have been legal dependents of Canadian citizens or permanent residents for a minimum of three years prior to applying for exemption;

2. Visitors, and their dependents (other than graduate teaching and research assistants) who are admitted to, and remain in Canada, for the purpose of employment (the effect of the CEIC liberalization of employment restrictions upon this category has not yet been determined);

3. Holders of Ontario Graduate Scholarships, who subsequently lose their scholarships, but who maintain the minimum acceptable grade level for OGS eligibility, until the completion of the program for which they had originally been granted the scholarships;

4. Students sponsored and financially assisted by the Inter-American, Asian, Caribbean and African Development Banks, and their spouses (those sponsored by the World Bank, UN agencies, CIDA and IDRC are already exempt);

5. Holders of Canadian Medical Research Fellowships.

Ontario is currently negotiating with Baden-Württemberg an agreement for undergraduate and graduate exchanges for one-year academic equivalent. The province views such exchanges as one important means of using post-secondary education to develop its human resources.

Québec has an extensive program of bilateral agreements providing access and scholarships to foreign students, principally from francophone countries. It also operates the *Service québécois d'accueil aux étudiants étrangers (SQAEE)*, which manages the scholarship program and provides support services (reception, information, emergency assistance, etc.) to institutions. These provisions may affect up to 3 500 foreign students in any given academic year. The province is currently reviewing its foreign student programs.

The Province of Manitoba offers a small number of scholarships.

A number of provinces have also become involved in development aid projects which include training components, Ontario and Québec being the most active. For each project, they sub-contract or enter purchase-of-service agreements with individual institutions to provide appropriate programs and services.

In addition, provinces such as Alberta, Ontario and Québec have signed trade and friendship agreements with foreign countries (or provinces and states within them) which include provisions encouraging and supporting linkages and exchanges between higher education institutions.

Provincial government policies are primarily intended to influence and affect the flow of foreign students, not to help shape institutional policies and programs. Their effects on the flow and provenance of foreign students, however, affect institutions directly in the nature and number of demands the students make for services and programs.

iii. Federal government level

a. The Canadian International Development Agency (CIDA)

In January 1988, CIDA agreed to contribute up to $C 2.1 million over a period of five years to the South Africa Education Trust Fund. The Trust, chaired by Archbishop E. Scott, provides a variety of formal and non-formal education and training opportunities in Canada to black South Africans. The Trust is awarding a minimum of 14 long-term scholarships, and has allocated $C 650 000 for short-term training.

In March 1988, CIDA made policy and program announcements concerning international students within the context of a new development aid strategy and policy. Human resource development will become the central planning focus of all its country (bilateral) programs (Canada 1987).

Over the next five years, the Agency plans to double the number of foreign students and trainees whom it supports: 6 000 will be brought to Canada, and 6 000 will be supported in third-country placements. Among these 12 000 students are counted Canada's ODA Commonwealth Scholarship and Fellowship Program (CSFP) awards, and those of the Francophonie Scholarship program.

Priority for training in Canada goes to graduate students and to programs which include a phase of practical work experience. CIDA has contributed C$ 1.3 million to a scholarship program co-funded with Canadian universities and colleges, and administered by these institutions. It already provides approximately C$ 400 000 annually to the CBIE to furnish information and support services on international student matters to higher education institutions.

Funds are being made available to universities to establish centres of excellence focusing on important development issues or upon specific regions of the developing world, and which offer scholarships to foreign students and receive foreign students and scholars for varying periods of time.

CIDA is also entering into agreements with specialized training institutes and with the private sector for technical and vocational training to help small and medium-scale industries in developing countries to improve their management capability and increase their productivity. It is intended that about 50 per cent of increased scholarship funds will be used for technical

and vocational training, with much of it expected to be done by the private sector.

A recent CIDA program to encourage short-term exchanges of young people between Canada and developing countries is administered by the CBIE.

b. Canada Employment and Immigration Commission (CEIC)

In March 1988, the CEIC introduced changes in the regulations governing foreign students to allow them to be employed in any job on campus, and to give their spouses and CIDA-sponsored students unrestricted access to the general labour market. Students may also accept employment directly related to their studies for a maximum of one year following successful completion of their studies.

All foreign students seeking employment must obtain an Employment Authorization from CEIC (for a fee of C$ 50) before commencing employment.

These changes have been introduced on the grounds that they will create additional benefits and opportunities for Canadians, and in the case of the spousal provision, will help ease the tension caused by the isolation of the non-student spouse from the community. The possibility of income from employment will however not be counted when determining whether to issue a Student Authorization.

c. The International Development Research Centre (IDRC)

IDRC offers to researchers from developing countries training directly related to the projects it supports, and concentrates increasingly upon support which will ensure the long term strength of developing country institutions. About 200 IDRC-sponsored researchers undertake some form of graduate studies in Canada each year.

The Centre also provides over 20 scholarships annually for young Canadians interested in a career in development research to do research or take up an intern position abroad.

d. The Department of External Affairs (DEA)

The DEA provides support for bilateral exchanges of students through the Government of Canada Awards program, and for non-ODA components of the CSFP and francophonie scholarship programs.

e. The Natural Sciences and Engineering Research Council (NSERC)

In the 1987-88 academic year, NSERC lifted a regulation which restricted universities to using only one-third of funds NSERC provided for Teaching and Research Assistants for hiring international students. In 1989, it established a program of fellowships for foreign doctoral graduates in science or engineering who hold their degrees from a foreign university. The fellowships are renewable for one year, and provide an annual stipend of C$ 28 000. In the first year, 70 fellowships have been awarded.

B. Objectives of programs

A statement adopted at a National Forum on Post-Secondary Education which brought together 600 representatives from post-secondary institutions and provincial and federal governments in October 1987 typifies the established Canadian attitude towards foreign students and exemplifies the principal objectives of existing policies and programs affecting them:

> "Foreign students now are seen as being a necessary component of post-secondary education. Their present contribution to higher education and future contribution to Canada's inter national influence is recognized. There is a consensus that ... an "open door" policy and support policy for these students should be developed."

A common theme in the mission or policy statements of higher education institutions is the affirmation of the importance of international exchange for their academic health. They feel a moral obligation to assist the educational and economic development of other nations and to promote international understanding. Admitting foreign students helps fulfil this obligation. It is also believed that foreign students contribute to the life and work of higher education institutions by bringing perspectives and experiences which differ from those of local students (Tillman 1989b).

Other considerations frequently mentioned in policy statements and discussions of the purposes and rationale for enroling foreign students is that doing so will help to develop political influence and good will abroad, to promote democratic values, and to develop markets for Canadian goods and services.

Policy statements which focus directly upon foreign students as a group also set out institutional objectives concerning the proportion and distribution of foreign student enrolment, the provision of support services and the organization of social and cultural programs on campus and in collaboration with community groups.

Many universities have begun to prefer foreign graduate students to undergraduates, and their recruiting reflects this preference. On one hand, it is felt that the development of higher education systems in developing countries has reduced the necessity for undergraduates to study abroad. On the other hand, graduate students can provide much-needed labour as teaching assistants in undergraduate courses and as research and laboratory assistants in faculty members' research projects.

Provincial government objectives can be viewed as parallel to those of universities, while several also recognize the development aid objectives of the federal government as legitimate. A main concern for some provinces is to balance the need for a reasonable level of foreign student enrolment with the need to maintain adequate access for Canadian students.

The federal government pursues two general objectives: to provide assistance to the development of human resources in Third World countries, and to foster international understanding through international education exchange. The Commonwealth and Francophonie scholarship programs also aim to strengthen those respective international communities.

C. Flows of students

i. Collection and management of information

Statistical information on the flow of foreign students has been increasingly refined since 1985. On the governmental side, Statistics Canada, assisted by a committee of representatives from the relevant federal ministries and agencies, publishes a comprehensive annual report on "International Student Participation in Canadian Education." The non-governmental Canadian Bureau for International Education (CBIE) publishes an annual "National Report on International Students in Canada", which contains comments on policy issues in addition to reviewing trends in flows.

The capture of data on Canadians studying abroad however has proven more problematic. In 1989, NSERC started a registry of students abroad in its fields of competence, using its database of award-holders. As has been noted above, both the AUCC and the CBIE have also begun managing data-bases which include information on study abroad.

In 1982, foreign student enrolments at all levels peaked at just under 65 000. By 1986 these numbers had dropped to just over 52 000. Since then, enrolments have grown steadily by just over 10% annually, so that in 1988, 58 500 were reported. The Table below summarizes the levels of post-secondary enrolments for these three years. Preliminary figures for 1989 suggest that this rate of growth is continuing.

Post-secondary enrolments

Year	Total	College/ Trade	University
1982	46 000	10 000	36 000
1986	37 000	9 000	28 000
1988	40 000	10 500	29 500

This trend in foreign student numbers appears to represent a return to a "normal" level from an artificial inflation caused in part by British tuition fee policy during the late 1970's and early 1980's, as Alice Chandler and others have recently suggested.

In general, foreign students constitute a much higher proportion of students at the graduate than at the undergraduate level, in some universities exceeding 30% of graduate students. Students from developing countries, especially the poorest ones, continue to be a minority.

ii. Highlights from most recent data (1988)

a. Major source countries

Almost 60% of Canada's foreign students come from ten countries: Hong Kong (almost 20% of all foreign students), the United States (just over 11%), the People's Republic of China, Philippines, Japan, the United Kingdom, Malaysia, France, Singapore, and India. One-half of foreign students in Canada come from Asia.

b. Percentage from countries grouped by economic development category

Least-developed and other low income countries:	23%
Middle income countries:	16%
Newly industrialized countries:	27%
High income oil exporters:	2%
Industrial market economies:	30%
East European non-market economies:	1%

c. Level of study

Level	Total	Female	Male
Elementary/secondary	18 514	9 237	9 277
College/trade	10 534	6 430	4 104
University undergraduate	17 555	7 469	10 086
University graduate	11 882	3 131	8 751
Total university	29 437	10 600	18 837

d. Foreign university students by field of study

	Undergraduate	Graduate
Arts/sciences, general	2 323	54
Education	473	720
Fine/applied arts	311	94
Humanities	1 404	1 136
Social sciences	5 714	2 517
Agriculture/biological sciences	723	1 086
Engineering/applied sciences	2 167	2 593
Health professions	301	1 404
Mathematics/physical sciences	2 281	2 072

e. Students and trainees sponsored by Official Development Assistance

Studying/training in Canada	5 027
Studying/training in country of origin	3 337
Studying/training in third country	2 106
Total	10 470
Regions of origin:	
Africa	3 977
Americas/Caribbean	3 821
Asia/Oceania	2 672
Females	3 134
Males	7 336

f. Percentage of total university enrolment by field of study

Education	1.0%
Fine/applied arts	1.8%
Humanities	3.6%
Social sciences	3.4%
Agriculture/biological sciences	4.8%
Engineering/applied sciences	9.2%
Health professions	3.5%
Mathematics/physical sciences	10.5%

D. Costs of programs and share of costs borne by governments, students, families and third parties

Estimates of costs of studying in Canada vary broadly, both because of the range in tuition fees in different provinces, and because of the wide variation in living standards and costs across the country. Housing costs, for example, may vary by as much as 300%, as some universities are in high-cost urban areas while others are located in small towns in relatively depressed regions. The current estimate of total costs for one year of study in Canada ranges from C$ 10 000 to C$ 15 000.

The most recent national study of foreign students (deVries, 1988) asked students to indicate the relative importance of various sources of financing. 59% ranked family as the most important; 22% personal savings; and 19% loans or scholarships from the home country government or agency.

Range of tuition fees for foreign students, 1988–89, in C$.

Provinces with no differential fees	Undergraduate	Graduate
Manitoba	$1 125 – $2 133	$1 230 – $1 658
Newfoundland	$1 164	$754 – $936
Saskatchewan* (University of Saskatchewan)	$1 280 – $1 890	$1 390
Provinces with differential fees		
Alberta	$1 458 – $3 048	$1 823 – $1 908
British Columbia	$2 190 – $6 278	$1 427 – $1 878
New Brunswick, Nova Scotia and Prince Edward Island	$2 950 – $3 755	$1 550 – $4 403
Ontario	$4 700 – $8 675	$2 942 – $8 883
Quebec	$4 350 – $7 020	$4 350 – $8 775
Saskatchewan* (University of Regina)	$2 332	$1 400

* Although the government of Saskatchewan has not imposed a differential fee policy, the University of Regina has adopted one for undergraduate foreign students.

II. The extent and nature of evaluations of programs and policies for foreign students

A. Are programs and policies routinely evaluated?

i. General observation

Over the past decade, the swings in foreign student numbers coupled with increased involvement of Canadian higher education institutions in projects and linkages with LDC higher education institutions stimulated a number of reviews of policies and programs. Many institutions reviewed their own activities and the infrastructure which had evolved to coordinate them, while provincial and federal bodies conducted their own reviews, sometimes soliciting views from the higher education community.

Two formal government groups now exist to monitor policies and programs relating to foreign students on a national scale: the Federal-Provincial Consultative Committee on Education-Related International Activities, and the federal inter-departmental working committee of five federal ministries and agencies.

In addition, since December 1987, the Education Support Branch of the Department of the Secretary of State has organized three consultations on foreign students which have brought together representatives of governments, non-governmental organizations, higher education institutions, and student and faculty organizations to discuss matters of current concern. These consultations function as a round table which enables participants to monitor policy and program developments affecting foreign students and Canadian students abroad.

At CIDA, the Technical Cooperation Directorate monitors student and trainee numbers, and advises area desks in the geographic divisions on the design of training elements in projects, but has no formal evaluation role. An evaluation is completed at the end of every project and program by the responsible area desk. If the activity included a training component, its effectiveness is assessed within the context of the project or program and of CIDA's objectives in the area.

IDRC routinely monitors the trainees and fellows it brings to Canada, and has recently conducted several evaluation projects of human resource

development. In collaboration with CIDA, it conducted an international survey of HRD donors (IDRC 1989); evaluated its institution-building projects in South-East Asia designed to train trainers (Flores 1989); conducted an unpublished tracer study of IDRC-supported students from East Africa which elicited 100 responses; and is now completing a comprehensive evaluation of its Pearson Fellowships program which has involved using a questionnaire, followed up by field interviews with donors and participants. (The Pearson program brings to Canada young public servants in developing countries with at least 3 years of government service work experience.)

The majority of Canadian studies, however, have tended to concentrate on gathering and systematizing the collection, analysis and publication of basic data on student flows, including both foreign students coming to Canada and Canadian students going abroad. These surveys collect information which can then be used in assessments or evaluations.

A smaller number of studies have tried to determine the effects of both federal and provincial government policies on enrolments and flows, and others have assessed the effects of programs and policies on the behaviour and attitudes of foreign students in Canada and Canadian students abroad.

Most recent studies and reports assess the capacity and ability of Canadian institutions to receive students and trainees, to provide education and training programs and to market education services abroad.

There appears to be less focus on evaluating the impact on foreign students of existing programs and policies, and of living abroad apart from one's family and accustomed support groups. Although a number of practitioners in institutions (foreign student advisers and international office or program directors) consider research on the personal experience of foreign students and Canadian students abroad vital to their ability to design and provide appropriate and effective services, only a small number of studies deal with the general psycho-social experience of foreign students and its effect on their lives and academic performance. There have been virtually no published studies or assessments of study abroad by Canadians.

ii. Summary of recent studies and reviews (since 1985)

Since 1985, at least 48 different studies and reviews of foreign student issues have been undertaken which have some element of assessment or evaluation of the situation in Canada. They can be broadly classified into eight categories: general statistical surveys (2), studies of institutional capacity and information provision (7), studies of foreign students in one institution (9), project/program assessments and evaluations (3), tracer studies (2), impact and adaptation studies (9), studies of national groups (5), and general surveys and studies of policies and issues (17).

a. General statistical surveys

The Canadian Bureau for International Education, a non-governmental group with 115 post-secondary institutional members, annually publishes foreign student statistics accompanied by commentary which makes some evaluative judgments of government policies and programs. For example, the 1989 edition contains chapters entitled "The International Education Policy Maker in Federal-Provincial Wonderland", "From Absorptive Capacity to 'Internationalization'", and "New Work Regulations for International Students - Real Benefits or Political Window Dressing?" (CBIE annual).

Statistics Canada also publishes an comprehensive annual report of foreign student statistics. A committee of representatives from the Department of the Secretary of State, Employment and Immigration Canada, CIDA, the Department of External Affairs and Industry, Science and Technology Canada makes recommendations as to the report's contents, and reviews the manuscript. (Statistics Canada annual).

b. Studies of institutional capacity and information provision

In 1985, the World Bank commissioned studies of in-service training capacities in Canadian private industry and community colleges (Norton 1985 and 1986), and CIDA commissioned an evaluation study of the impact of differential tuition fees at Montréal area universities (Bartlett 1985).

In 1989, as part of a review of the international activities of Canadian universities, the AUCC commissioned a study of the infrastructure of international cooperation which includes provisions for foreign student services (Tillman 1989b).

The Department of External Affairs has funded several studies as part of its efforts to enhance the effectiveness of Canada's marketing of educational services abroad. Two studies examined the policies, services and capacity of Canadian universities and colleges to enrol foreign students (Jelly 1989, and AUCC 1990). The third assessed the provision of information on post-secondary education in Canada to potential foreign students (Bartlett 1989). As these studies have only recently been submitted to the Department, they had neither been released at the time of writing, nor had any recommendations been examined.

c. Studies of foreign students in one institution

Four studies of foreign students at the University of Alberta are surveys or reports of surveys conducted by or for part of the administrative structure of the university. One survey which documented a broad range of issues (Bryan et al. 1987) provided the data for a further refereed publication which discussed the problems of finding adequate information on which to base policy decisions (Holdaway et al. 1988). A third study conducted by a student surveyed graduate students and scholars from the People's Republic of China on campus (Jiang 1986), while the fourth was a tracer study of CIDA-supported graduates of the university (Zelmer and Johnson 1988).

At Queen's University, two students of the cross-cultural psychologist Professor John Berry conducted studies of foreign students' adaptation to life in Canada which provided material for reports co-authored with Dr. Berry (Chataway and Berry 1986, and Minde and Berry 1985). In 1987, the university's International Centre reviewed the effects of various government and university policies and practices on foreign student enrolment over the previous decade (Myles 1987).

Professor Reuben Green and a graduate student at the Department of Economics of the University of Windsor published a study of the economic costs and benefits of foreign students in Windsor, and suggested how their conclusions might apply nationally (Green and Federico 1986).

In 1986, the University of Toronto conducted a review of the experience of foreign students on campus in order to determine changes in future university programs and policies affecting them (Israel 1986).

d. Project/program assessments and evaluations

The CBIE managed the Canadian portion of the Nigerian Technical Education Program, and on its completion commissioned an evaluation of its administration and results (in terms of numbers graduated) (CBIE 1986). In 1987-1988, CIDA funded a project at the universities of British Columbia and Alberta which tested a program of peer support for foreign students; a report evaluating the project was prepared (Westwood 1989). The project was part of a larger study of academic achievement and social adaptation among international students.

IDRC has published a comprehensive evaluation study of its training programs in South-East Asia in the area of fisheries (Flores 1989).

e. Tracer studies

The tracer study at the University of Alberta (Zelmer and Johnson 1988) is noted above (Studies of foreign students in one institution). The AUCC helped conduct the Canadian portion of a global tracer study of the Commonwealth Scholarship and Fellowship Plan (Commonwealth Secretariat 1989).

f. Impact and adaptation studies

Six of the nine studies of socio-pyschological issues (students' adjustment experience, effects on perceptions, and effects on attitudes) were conducted by students. Two studies resulted in reports co-authored with the student's supervisor (Chataway and Berry 1986, Minde and Berry 1987), two were master's theses (Etuk 1984 and Ip 1986), and two were PhD theses (Czewoja-Shaikh 1987 and Reshef 1989).

Of the other three studies, one on the adaptation of Hong Kong Chinese students was commissioned by the CBIE (Mickle and Chan 1986), and another is a comparison study of academic achievement and social adaptation of foreign students in Canada and Australia (Westwood and Barker 1989) which has recently been accepted for publication by a refereed journal. The third is an evaluation of the impact of a study-abroad intern program operated in England by the Faculty of Education of Memorial University of Newfoundland (Williams and Kelleher 1988).

All of these studies largely confirm established hypotheses concerning the negative and positive effects of studying abroad, while some investigate or report on new programs and topics or provide considerable new documentation on a particular group. (Czewoja-Shaikh 1987 on middle-eastern women; Reshef 1989 on socialization through sports; Mickle and Chan 1986 on Hong Kong Chinese in Canada; Westwood and Barker 1989 on a new design of a peer-pairing support program; and Williams and Kelleher 1988 on Canadian student teachers abroad).

g. Studies of national groups

Several studies of particular national groups have been cited (Etuk 1984, Ip 1986 and Mickle and Chan 1986). These are interesting and useful, but limited in depth. The monograph on German students in Canada commissioned by the Department of the Secretary of State (Schultze, Ender and Thunert 1989) is the most thorough study on any foreign student or study abroad question ever undertaken in Canada.

In its conclusion, this study documents the relative neglect by Canadian policy-makers of exchange programs with Western Europe and the impediments to such exchanges created by the lack of accessible information, by problems in recognizing credits, by rigidities in admissions procedures, and by differential fees. It also advances arguments for keeping the administration of exchanges based in university partnerships, rather than centralizing them.

h. General surveys and studies

This last category comprises a variety of studies and reports. A large number deal with questions of policy (Athanassakos 1985; Government of Canada 1987a and 1987b; Chandler 1989; Copley 1985; Council of Ministers of Education, Canada 1986 and 1987; Secretary of State of Canada 1989; Tillman 1987a and 1987b). Others include or are reviews of foreign student program issues - either exclusively or in the more general context of international education (Council of Ontario Universities 1985; de Vries and Richer 1988; Hayhoe 1986; Simpson and Sissons 1989; and Tillman 1989a).

Two important compendia should be noted: the IDRC survey of 48 development organizations and donor agencies active in human resource development (IDRC and CIDA 1989), and the bibliography of close to 1500 entries compiled by Bartlett and Sinclair (1988).

iii. Other monitoring activities

The International Centre of Queen's University is compiling the results of a survey of services provided to foreign students by higher education institutions in Ontario.

As noted in part I, NSERC started a registry of Canadians studying abroad in 1989. Its purpose is to help reduce brain-drain, and to help Canadian employers locate highly-qualified scientists and engineers. 660 graduate students and postdoctoral fellows are now in the register: 75.7% in the United States, 19.7% in Europe; 57.2% in life sciences, 33.1% in mathematical and physical sciences and 9.7% in engineering. More than 200 employers used the registry in 1989; the vast majority were departments and faculties in universities. In 1990, NSERC is surveying those in the register concerning the number of contacts they have had from potential employers, the number of interviews, and the number of employment offers.

The governments of Ontario and Québec are also organizing registries of students and fellows from those provinces studying abroad.

B. At what levels are evaluations carried out?

Of the 48 studies noted in the previous section, 16 were carried out at the institutional level, 27 at the national level and 5 at the multinational level.

Properly speaking, few of these studies are simply evaluations. Rather, they are reviews intended to elicit data for future studies and decision-making by policy planners. As such, they have an evaluation component.

III. Discussion

A. Impacts

The impact of policies and programs on student mobility has not been studied in depth, as Canadian concern with student mobility in general is mild. Further to the internal federal government review of policies in 1987-88, Immigration Canada revised its regulations on the basis of the convictions of various interested observers concerning their effects on students.

As noted in above, the interdepartmental committee monitors developments in federal government programs, while the joint federal-provincial committee provides a forum for the two levels of government to keep abreast of issues that concern them. The consultations organized by the Secretary of State department allow non-governmental organizations and the private sector to participate in exchanges of views to gauge the effects of current developments on foreign students. Provincial governments review their policies periodically to determine the effects of foreign student mobility on their educational systems.

In fact, most official interest in Canada in foreign student mobility tends to be more concerned with the impact of foreign students on Canada and Canadians than with the impact of policies and programs on student flows.The majority of studies on the impacts on student experience of policies and programs are by individual researchers (including graduate students) concerned with questions of adaptation, provision of support services, and the effects of foreign study on academic performance. Some of these studies receive funding support (usually at intermediate and final stages) from interested agencies and organizations. Many professionals working directly with foreign students say there is a great need for more and better studies of these issues, so that services and programs can be improved.

Observations on the impacts on attitudes and future employment and non-employment activities are largely ancillary to (if at all present in) studies with other foci, with the notable exception of the Schultze, Endert and Thunert study of German students (1989) and the Zelmer and Johnson tracer study (1988).

Assessments of the effects on institutional programs and staff, for host countries and countries of origin, and for domestic students appear peripherally in institutional studies.

B. Evaluation issues

Generally, there is little systematic evaluation of foreign student and study abroad issues. Most work aims to assess whether a specific program or project (or training component of a project) has met its specific objectives, with little if any attention paid to the influence of general policies. Study abroad in particular has yet to attract a "critical mass" of interested researchers; while agencies which sponsor foreign students or study abroad can rarely find resources to do more than review the operations of their own programs.

Since the mid-1980's, there has been a concerted and successful effort at the federal government level to develop a reliable statistical data-base on foreign students. In addition, in 1989 Statistics Canada and the Council of Ministers of Education, Canada, signed an agreement for a National Education Statistics project which will provide comprehensive data on enrolments, finance, etc.. These efforts have enhanced the reliability and accuracy of data.The databases and registers of institutional linkages and study abroad which the AUCC, CBIE and NESRC are developing will offer the first opportunity for assessing the value and impact of study abroad, once they have accumulated a significant amount of data.

Critical areas for evaluating study abroad exchanges are the effect of tuition fees, the language capability of Canadian students, accommodation in Europe, and the mechanisms for assessing equivalencies. In particular, higher education institutions must find methods of assigning weight to the intrinsic value of international experience in assessing a student record: how can the "value added" represented by international experience be accounted in an academically acceptable way?

It is also important to develop information which will help reassure legitimate institutional concern for academic standards when evaluating foreign credentials, and which will enable institutions to adopt more flexible program structures.

C. Internationalization

There has been some discussion of the internationalization of higher education at various regional and national meetings held under the auspices of the AUCC and CBIE, as well as within individual institutions seeking to develop their international reach. But no systematic assessment of this concept, let alone of Canadian efforts to realize it, has yet been conducted.

D. Concluding remarks

One can summarize the chief concerns and interests relating to student mobility which have emerged internationally over the past five years as follows:

1. How useful are the variety of subsidy schemes (scholarships, bursaries, exemptions, loans, permission to work, etc.) for meeting different objectives and respecting different traditions of funding higher education?

2. It is important to favour the flow of graduate students and the development of institutional links to strengthen research;

3. There must be increased practical training opportunities;

4. The equivalence of qualifications must be established globally, and international relevance of curricula for the benefit of home as well as foreign students must be assured to the greatest extent possible;

5. Welfare and support services must not only provide accurate information but also be sensitive to the influence of cultural differences;

6. Foreign student policies and programs should be coordinated with the development of education systems in the Third World (e.g. split-site programs, distance and open education schemes);

7. How should education be marketed abroad?

8. How best can all parties concerned with international higher education exchange, cooperate and consult, and how much centralized direction should governments give?

Most Canadian individuals, institutions and government agencies involved in foreign student and study abroad questions share these concerns, but their attention most recently has been focused on marketing, linkages and related matters.

As in most receiving countries, the problems of international student mobility have become linked to development aid and cooperation, and to the prospects of improving trade relations. In other words, international access to higher education is often conceived largely in political and economic terms.

There is a strong conviction in some government and higher education circles that higher education institutions are a resource whose international sales potential has been insufficiently exploited. While considerable reference continues to be made to the benefits of international exchange for scholarship and for international relations, others wonder about the extent of the commitment to promoting these benefits where policies and programs are specifically linked to expected political and economic gains.

For sending countries, the maintenance and retention of graduates who have studied abroad are important long-term problems. Access to Northern institutions has already contributed to a considerable drain of talent and skills from the South, and also from Canada to the US.

Policies and programs designed to facilitate student mobility, especially mobility in the interests of development, must be linked to further and continued investments, by both sending and receiving countries, in higher education institutions in sending countries, and to political and economic measures which will encourage talented graduates to resist the draw of greener pastures. The development of centres of advanced research and study in a variety of disciplines throughout the Third World over the past decade is an example which needs to be extended and further supported.

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